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ABSTRACT

A concerted effort to pool resources and coordinate work by federal, state, and local educational agencies will be necessary to overcome the fragmentation that is occurring due to the current climate of changing demographics, increasing illiteracy, and the social effects of minorities in our schools. California has shown major changes in the population that is currently enrolled in the public school system, with a new influx of people from Asian countries, areas of South and Central American, and some midwestern states. The implications, if these citizens do not attain a certain level of literacy, will be far-reaching for the entire society. These persons will be locked into dead-end jobs. Citing the current difficulty of obtaining first language instruction, a call is made for increased efforts to fully train teachers who can carry out a program for these minority students. A call is also made for the restructuring of the entire school system, using district and staff support and collaboration. In conjunction with the restructuring, an effort must be made to work with teacher training institutions so that strategic planning can begin to identify what skills will prepare teachers to meet tomorrow's challenges. In addition, cities must begin to work in partnerships with private business/industry persons to review the status of education to make recommendations that begin to solve this problem. Forty-two references are appended. (LMS)

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INSTITUTIONAL COOPERATION: THE ROLE OF THE FEDERAL, STATE, AND LOCAL EDUCATION AGENCIES IN ADDRESSING THE EDUCATIONAL PROBLEMS OF THE PACIFIC REGION

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INSTITUTIONAL COOPERATION: THE ROLE OF THE FEDERAL, STATE, AND LOCAL EDUCATION AGENCIES IN ADDRESSING THE EDUCATIONAL PROBLEMS OF THE PACIFIC REGION

July 14, 1988

Many things are happening in education which, in some way and to some degree, address most of the problems that I will talk about today. However, current efforts are fragmented, and I am not sure that a concerted effort will take place in the foreseeable future among federal, state, and local educational agencies and the public at large. Should we fail to pool resources and coordinate efforts to improve education, I believe that the quality of life for all Americans will lessen.

We must maintain a high level of awareness about conditions affecting education, or the social and political situation will worsen in the country overall and certainly in this region. Together we must become aware of and find solutions to major concerns such as these:

- The impact of changing demographics nationally and on our region and the implications for political, social, and economical change.

- The growing problem of illiteracy--a significant factor of changing demographics.

- The differences of children served in the Pacific region--language minorities, racial minorities, and children of the growing underclass.

I will talk a little bit about these concerns today before moving into a

discussion of the impact of schooling on diverse groups--how mainstream education fails both to acknowledge the value of minority cultures and to meet the special needs of certain groups of students.

Once we gain an understanding of the challenges facing educators in the Pacific region and recognize the inadequacy of present systems, we can delve into the possibilities and pitfalls of restructuring education. Institutional cooperation will be key to education in the future, while overcoming resistance to change will be one of our greatest challenges.

Let's begin by taking a look at national and regional demographics.

DEMOGRAPHICS

We have seen an accelerated change in the demographics of California over the past two decades. This trend is forecast to continue at a rapid pace into the 21st century. The change has been brought about mostly by the influx of people from Asian countries, areas of South and Central America, and some midwestern states. Similar change is taking place throughout the coastal sunbelt regions of the country. The net gain in the minority population in California is higher than the gain for Whites from year to year.

Hodgkinson presents data from which one can draw some interesting and important conclusions:

- o One-third of all Asian Americans live in California (1.65

million).

- The largest percentage of illegal aliens settle in California. Although they contribute to the economy, they also cause a severe impact on the public education system.

- Blacks, Asians, and Hispanics coming into California are more likely to remain than are Whites.

- The California economy is diverse enough to allow the state to ride out recessions that seriously injure other states.

- Although the economy has done relatively well, unemployment for various minority groups remains severe. Jobs that once required laborers in this country are now being done by workers in other countries at a much lower cost.

- The school-age population in California has become predominantly minority. (Since 1978, the San Diego City Schools has lost about 30,000 White students and has gained about 25,000 non-White students. Non-White students in the district now comprise 57 percent of an approximate 116,000 total enrollment.

- Student performance is not as good as it could be. With respect to dropouts, California ranks about 40th in retaining students until graduation.

- California schools have one of the largest class size ratios in the nation.

- Poor and minority students are disproportionately tracked into low-level, nonacademic tracks.

- There is some indication that fewer Blacks and Hispanics are going to college--perhaps because of ineligibility.

- Asian-Americans seem to use education more effectively than Hispanics and Blacks.

- In the University of California system, about one-half of all new freshmen are enrolled in remedial writing classes. Large numbers are also enrolled in remedial English and math classes. In community colleges, almost 50 percent of English and math enrollments during past years have been remedial.

- Feeder systems to the four-year colleges are not doing their job in properly educating kids. This raises two serious questions: Can the higher education system in California operate independently of the public schools? If not, what form should institutional cooperation take?

ILLITERACY

Changing demographics caused by the influx of diverse groups have not been met with the educational know-how necessary to achieve a literate society. We all agree that the ability to read and write is a fundamental necessity for survival in today's society. We are shocked when we hear that 13 percent of U.S. citizens are illiterate--perhaps more shocked when we hear that more than 300,000 people in San Diego county are illiterate.

The truth is that illiteracy has always existed. The county has not become less literate over the years. However, the level of literacy needed to adapt and to survive in our society has increased. At one time, the completion of such basic tasks as signing your name indicated literacy. Low levels of schooling were common for all, and reading and writing were often a luxury reserved for the privileged. In those days, a low level of literacy was not necessarily a barrier to apprenticeship jobs. Today, however, individuals who can only write their names and cannot read find it hard to secure employment. Furthermore, it is far more difficult for illiterate parents to help their children succeed in school.

The education director of the AFL-CIO warned that in the 1990s: "Anyone who does not have at least a twelfth-grade reading, writing, and calculating level will be absolutely lost." Such skills most likely will be required in higher paying jobs. However, the growing dependence on automation and computers has made basic literacy virtually obsolete in some low-paying jobs. For example, many fast food restaurants now use picture-coded registers that do not require

any reading in order to process an order. Illiterate persons will be locked into such dead-end jobs unless they are able to upgrade their skills.

The implications of illiteracy will have far-reaching effects on the entire society. Employers in communities with large language minority and various low-income groups are finding and will continue to find themselves hard pressed to employ adequately prepared workers.

The problem for the nation, and this region in particular, is exaggerated because of the impact of fertility rates. To maintain a racial group of people, a fertility rate of 2.1 children per family is needed. Among Hispanics the fertility rate is 2.8; among Blacks it is 2.4; and among Whites it is 1.7. Thus, the average age for Whites is much older than that of Hispanics and Blacks. Additionally, the largest growing group of individuals is the over-85, retired Whites. This means that Hispanics and Blacks will soon become the dominant workforce. They will be needed to fill the skilled labor force, which is being depleted as older White workers retire.

The bottom line is that, in their present configuration, social security and other retirement systems will grow more dependent on the wages of minorities to support all of us. In 1950, there were 17 workers to pay the benefits for each retiree. By 1992, there will be only three workers to provide the funds for each retiree--one of these workers will be Black, Hispanic, or Asian. In a technological society, the need for the nation's work force to be continuously replenished by adequately trained and functionally literate workers becomes increasingly important. As the number of minorities in the

workforce grows, their literacy and education levels will affect the quality of the labor pool and its ability to meet national needs and support retirement systems.

Illiteracy also threatens the American political system because a democratic system depends on the participation of its people. It is inconsistent with our traditions to foreclose citizens from active participation in the political process. Yet illiterate citizens have difficulty casting an informed vote and may be victimized economically from day to day.

IMMIGRANTS, LANGUAGE MINORITIES, RACIAL MINORITIES, AND CHILDREN OF THE UNDERCLASS IN THE PACIFIC REGION AND ELSEWHERE

As mentioned earlier, over the last two decades we have seen a large influx of people from other countries--the Latin countries, the Far East, the Pacific islands, Europe, and Africa. It is believed that we will have another influx of immigrants from Hong Kong, B.C.C., when it gains its independence. Each group brings different customs, rich with the strengths of their culture, to educational institutions. However, these strengths are more often than not played down in relationship to the mainstream culture. This causes confusion and educational ineffectiveness and inefficiency.

Along with the immigrants, are children whose families have lived in this country for many generations in an imposed low-status position. They are the Blacks, Hispanics, Asians, American Indians, poor Whites, etc. They also have strengths which are played down in relationship to the mainstream culture.

This, too, causes educational confusion and ineffectiveness.

And then there are those children who are products of a growing underclass in this country. They also are Black and Hispanic. Recently, some poor Whites have been included in this category. These groups, according to Lehman and others, are generating value systems with folkways and mores far removed from the mainstream culture. The children of the underclass, I believe, are worse off than language minority kids. The data reveals that they are truly an endangered species. We need to put as much energy into addressing their needs as we put into saving the California condor and other species in danger of extinction.

THE IMPACT OF EDUCATION ON DIVERSE GROUPS

To dramatize the confusion and complexity of establishing and maintaining a system to address the needs of minority children, consider, as one example, how difficult it is to get financial support for language minority children:

> The federal definition of immigrant students eligible for Emergency Immigration Education (EIA) funds designates them as students who were born in another country (other than U.S. territories, etc.) and have been enrolled in a U.S. public school for less than three years. This definition provides a guideline for acquiring supplemental funds for the education of these students.
>
> Recently, the Immigration Reform Control Act (amnesty) utilized this

same definition but added the requirement that the students also possess "temporary resident status" in order to apply for State Legalization Impact Assistant Grants. However, when the district recently used this definition in an application for additional funds, it was found that many students who are children of undocumented aliens do not qualify for funding even though they were born in the United States. Thus, although these children are limited-English-proficient (LEP) and sons and daughters of new immigrants, they do not meet the federal eligibility as immigrants or of legalized temporary residents. This limited definition dimisishes the general concern of educating students who come to school with different value orientations, different languages, and special socio/emotional needs. Unfortunately, it is common in education to ignore problems if they are not labeled, although labeling has its own set of problems.

Bilingual education has been greatly weakened in our state due to expiration of the Chacon-Moscone legislation in June 1987. Although we still have requirements to protect students of limited-English proficiency, there will be much less consistency in how districts meet the needs of these students. This will mean that our existing and new bilingual teachers will find themselves in a very different political context than in the previous ten years. Universities must maintain close communication with districts to determine the direction their bilingual teacher training programs take.

Programs for LEP students have usually focused upon the linguistic needs of students. Although this is an important dimension to consider, immigrant

students also have other special needs. For some, the political and social upheavals they have experienced are so profound that their lives will bear the scars well into the future. These scars can have a significant impact upon school behavior. However, few, if any, staff are prepared to help students deal with emotional and psychological problems.

Immigrant populations are dynamic and vary greatly from year to year. For example, if the transiency rates are examined in schools with high numbers of immigrant students, one will find a very high rate. Some classes begin with one group of 30 students and end the same year with a completely different group of students. Monitoring these students and providing them special services becomes a major logistical issue. Also, these students do not always enter the school system at the kindergarten level. Thus, the positive cumulative effects of schooling that most teachers expect at the upper grades will not be present in these children.

Immigrant students may have been enrolled in another school system that is dissimilar to that of the United States. If student records are available, it may be difficult to credit comparable coursework. Worse yet, many immigrants cannot acquire their records. Therefore, they must reconstruct their coursework, having the "constructed" record approved through a lengthy process. They may have excellent or adequate education, or they may have minimal to no education. The stereotype of the high achieving Asian may work against immigrant children who are minimally prepared. Also, their parents may not understand the role of parents in U.S. schools. These children, therefore, may not be getting the support they need at home.

Existing school services, even if comprehensive, do not always meet the special needs of the immigrant students. In a sense, this is the issue identified by Shirley McCune when she says that our goal should be equitable outcomes for all students, not equal treatment. In many cases, the inertia created by trying to be fair to all and to treat each student the same has resulted in the unequal achievement we have witnessed.

The different cultural values and the different languages of these students have also had a direct effect on providing quality services to immigrants. For students to receive the critical assistance they need, school staff must be aware of those needs. However, immigrant parent involvement and parent expectations will probably not match the expectations of the school staff. This difference can be misinterpreted as a lack of interest. And, if staff feel that parents don't care, they will feel more inclined to decide for themselves what the needs of the kids are.

If staff must decide for themselves how to meet the needs of immigrant students, they should know about the culture and political situations from which the students come. They will need to know about the family situations that may impact the student's educational progress. They must find out if familial values run counter to the values embedded in the U.S. school system. However, can we expect this type of individual effort from teachers? How many of us, including teachers, can identify and provide the supportive links necessary for immigrant students to succeed in the American school system?

The American school system is on trial because of its lack of overall success with educating our nation's youth. The many reforms that have been espoused and implemented in recent years have focused on test scores, grade-level expectations, comprehensive and paced curricula, heterogeneous grouping, competency exams, and refined graduation requirements. These reform concepts must be administered wisely when addressing the academic needs of immigrant students. The grade level at which the student enters, the previous schooling the student has or has not received, and the level of English proficiency all impact the immigrant student's ability to succeed in a system that is clearly oriented towards greater accountability for educating U.S.-born students, especially Whites.

Our national school system will remain on trial because the problem will not go away soon, as these statistics illustrate:

- In 1985, schools in California reported 524,000 LEP students.
- By 1990, California will have approximately 654,000 LEP students, an increase of nearly 25 percent.
- By the year 2000, that number is expected to grow to about 810,000 LEP students, a 15-year increase of over 50 percent.

Between the years 1980 and 2000, the Asian and Hispanic LEP populations will have more than doubled in California. Educating these children and those of subsequent generations will be our concern well into the next century.

The problem of providing appropriate education for these children is exacerbated by the low number of teachers qualified to teach LEP students. In 1990 we will need 23,000+ bilingual teachers; by the year 2000 we will need 28,000+ bilingual teachers. The questions to consider are: 1) Can we acquire such a great number of teachers? and 2) Will they be fully prepared? Of the approximately 14,000 bilingual teachers in California in 1986, 60 percent were fully credentialed and 40 percent were on waivers.

When I make presentations regarding language minority students, a key question often asked is, "Why is first-language instruction so important?" There are several reasons. Primary language instruction:

1. Allows children to keep up in subject matter while acquiring English.

2. Facilitates the acquisition of English reading and allows early development of informational uses of literacy.

3. Provides knowledge that helps make the study of subject matter in English more comprehensible.

4. Leads to practical, career-related advantages.

5. Develops a healthy sense of biculturalism.

As I said a few moments ago, a general shortage of bilingual teachers exists. To retain the ones hired for the LEP population is also a severe problem because many teachers cannot make the certification. Some have worked with the language minority student for years, are good at their jobs, but cannot pass the written language portion of the qualifying test--CBEST. This has caused our district and others to design strategies to attract, retain, and use more effectively the bilingual teachers that we have for LEP students. Strategies in use now include:

- Facilitating a teacher intern program with SDSU;
- Recruiting from out of the state and outside the country;
- Providing pay incentives;
- Teaming bilingual teachers with English-speaking teachers to serve twice the number of students;
- Retaining some waivered teachers as language development specialists; and
- Tapping the pool of potential teachers who are not presently teaching.

As stated a moment ago, it is sometimes difficult to retain teachers in bilingual programs after they are hired. Once in the system, many often opt

to teach in other subject areas. Another problem is that in some school districts good training programs do not exist for bilingual teachers--ones that include a comprehensive program of student, teacher, and parent focus.

More state funds must be earmarked for the California State University (CSU) and University of California (UC) systems to help curb the problem of too few teachers. It would be beneficial if, as the UC system moves into its Pacific Rim instructional focus, it would give as much attention to the training of bilingual teachers as the CSU system does.

Although the State of California serves more bilingual students than any other state, a main concern is the delivery of service to students. The general perception is that LEP students are served in a classroom with a teacher who spends some portion of the day teaching in a language other than English. However, the Bilingual Education Program and the bilingual classroom are two very different things. About one-third of all LEP students are in bilingual classrooms. Of these, only half are taught by teachers who are bilingual. Most students are served through other methods for which there is no good evidence of effectiveness (pull-out programs, small-group instruction, etc.). Although bilingual classes are more cost effective, there has been a limited effort to implement the method fully.

According to W. B. Hoover, it is relatively clear that not all groups of language minority students are equally disadvantaged by home-school language switch. Asian students appear to survive academically; however, they, too, seem to benefit from a bilingual approach to instruction.

The problem with most bilingual instruction is that a deficit model approach is used: "Something is wrong with the kids and we have to fix them up." In transactions with language minority students, teachers must take the attitude that students will benefit considerably more from enriched bilingual programs that value their cultural background and linguistic strengths.

An example of how we set kids back through the use of the deficit approach was brought to my attention when I read Becoming a Nation of Readers. A review of related research revealed that often children come to school quite able to read. Their progress is retarded by as many as two years, however, as they are required to drill on phonics or do fragmented exercises related to basal reader instruction. A study published by the National Council of Teachers of English elaborates on this point. The council did a pilot program with non-native English-speaking students based on literature and writing. The pilot design did not allow for instructional fragmentation, and results showed that student progress was excellent.

Although Tikunoff and Fillmore have found that the average amount of time spent on first-language instruction in bilingual education is only 10 to 25 percent of total instructional time, another variable may be more powerful in assuring acquisition of a second language. DeAvilla asserts that the best method for teaching language is one that takes into account how first or second language is acquired in nonclassroom situations. He believes that learning should be a process with an activity-based approach, one where the learner is actively involved in generating his or her own knowledge. Jim

Cummins agrees and suggests that for language minority students (even those at risk), bilingual education must promote students' first-language skills. He further suggests community participation and the involvement of students in generating their own knowledge base.

As we speak generally about content, I will raise a controversial issue. Should teachers teach culture when teaching the language minority child? If so, how far should the teacher go in teaching culture when teaching the language minority child? Some children come from countries which are deeply divided politically and culturally. You heard Dr. Kenji speak earlier this week. Knowing his work, I am sure that he impressed upon you the cultural diversity that exists among the Indochinese groups in this city. There are some very different cultural needs that exist from group to group--Vietnamese, Lao, Hmong, Khmer, etc.

As a closing note on this section, based on students' level of literacy, I believe that we must:

- Mainstream language minority students with the general population as much as possible.

- Transition language minority students into English instruction as soon as possible. Making the English instruction comprehensible is paramount.

- Understand that developing English literacy while preserving the

first language is essential.

- Provide programs that value the language minority student's home language and culture--programs that provide an environment that can empower students rather than reinforce negative social status.

Although institutional cooperation is necessary in providing programs for minority students, I believe that institutions must make certain admissions and take certain actions before the public schools can adequately prepare these students for success in various careers. Institutions must advocate changes in structure, process, and interagency cooperation. However, such cooperation may only address the tip of the iceberg.

Jim Cummins, a professor at the University of Ontario, published a paper in a 1986 edition of the Harvard Educational Review. The title of the paper was, "Empowering Minority Students: A Framework for Intervention." His paper put me in touch with many other researchers such as Ogbu, Fordham, Boykins, Grant, Mejia, et. al. After personal visits and an extensive review of their work, I am convinced that we will not make progress with the children of the underclass until we are willing to address the issue of caste-class status in this country. I realize that caste-class is an ugly issue. The subject is resisted as a discussion piece in educational circles and the public sector in general. However, if we don't discuss it, the number of children involved in drugs, gang activities, dropping out, and those being incarcerated for crimes will continue to grow.

We must examine, challenge, and change to some degree some of the foundations of mainstream education. The following questions must be asked about our current system:

- What is content?
- What is instruction?
- What is guidance?
- What is co-curricular participation?
- What are prople relationships?

How do these foundations relate to empowering some minority youth? My point is that education has a White mainstream orientation that ignores the validity of minority cultures.

As compared to minority youth, the school experience for Whites is very different. When I speak of mainstream education, I'm referring to a Euro-American White group focus. This focus provides goal congruency for most Anglo students because their experience is based upon accessibility to mainstream social systems. That is, compared to the mainstream, the Anglo's world view is generally the same, cultural experiences are relatively homogeneous, and schooling reinforces compatible values. Because mainstream social systems are closed to minorities, they represent a different or

incongruous orientation. For example, most Anglo families believe that education is key to future success in life. This value is consistent with the mainstream view of education. However, many minority families have seen that education does not necessarily lead to success for them. Thus, this value is incongruous with their experience.

The outcome of this situation for Anglos is somewhat like wearing blinders--the mainstream reality is their only reality, and they become oblivious to other contexts. They see the world only through their eyes, even though, for minorities, reality is quite different.

I do not endorse Asian students as the model minority; however, some have done a good job of manipulating the mainstream orientation. On the other hand, Hispanic, Black, and American Indian children entering school more often must adopt various coping systems in order to function in the mainstream system. They are often caught up in the dilemma of: what to do or not to do; what they can or cannot do; what they will or will not do; and what they should or should not do. To succeed in school, various ethnic minorities must not only manipulate the mainstream system, but they must also manipulate:

- the mental colonization of minority status. In doing so, they have to use elaborate coping strategies in order to allow for success in school.

- their elaborated cultural styles which establish very different world views from the Euro-American.

Because of cultural conflicts resulting from cultural styles, classroom time is often used to resolve matters of discipline and control. Minority students' styles are seldom, if ever, considered for integration into the goals of the dominant society.

As I speak, please do not come to the conclusion that all members of the groups mentioned cannot do well in the Euro-American cultural settings. Many experience success.

However, Jeannie Oakes, a good friend, suggests that students of various racial/ethnic groups and social classes enter school in a position of having or not having. When these students leave school, generally they will be in the same relative position--some will have and some will not have. This reinforces an assertion by Boykin. He asserts that middle-class children are taught to be middle class; White children are taught the inevitability of their low social and economic standing; minority children are taught to be minorities; children of color are taught the ordained inferiority of their color and behaviors and the value of emulating White people.

As suggested earlier, unless we examine, challenge, and change to some degree the approaches to educating minority youth, then:

1. The behavioral context deemed appropriate for schools will continue to be difficult to reconcile with various minority cultural styles.

2. The goal commitments of various minorities will be incongruent with those of schools which train students to be involved in the existing social order by attempting to simultaneoulsy homogenize students and differentiate among them. Supportive points are:

- o School socializes as it stratifies. Once properly stratified, students are evaluated on a single continuum.
- o The seemingly fair process for discerning differential talent works at cross purposes with the reality of cross-cultural pluralism. Claims of fairness are undermined.
- o Students who accept the low stamp of educational approval become alienated from the social order.

REFORM AND RESTRUCTURING

Over the past decade, there have been dozens of major reform proposals and hundreds of minor reform proposals. Most give a vision of hope as they make their recommendations on what schools ought to be. I am convinced that the small "hit and miss" improvements that we have made in reaction to reform proposals are no longer acceptable. To meet the needs of the 21st century, we must operate at a higher level of competence. We must begin to restructure schools entirely. School districts and school staffs must sit together and ask these questions over and over again: Why do we do what we do? Do we

provide students with the skills needed to survive in the 21st century?

Let me give you an example: Since the mid-sixties, Chapter I--once known as ESEA, Title I--has been institutionalized in schools from coast to coast. In spite of its great monetary resources and our elaborate instructional designs, most student participants continue to perform poorly. Daily, we have subjected the participants to remedial instruction, such as laboratory service (math, reading, and language arts), and to homogeneous grouping. These strategies usually do not pay off in improved student achievement.

Why then do we continue to subject students to such educational activities? We must answer the question, and then we must determine the proper courses of action. Answering the question must be based on good, hard data--not feelings or horoscopes. Educators must learn to apply research and evaluation data. Further, educators must learn to let go of sacred cows--programs that exist because of political reasons or because one person likes a program or because someone might lose job status. Let me give you an example.

Some teachers in various specialty fields of industrial arts continue to argue that their programs should be sustained even though:

- the specialty leads to a blind alley in the world of careers, or
- the specialty has or is scheduled to be replaced by automation.

Perhaps you will say I am picking on industrial arts teachers. Let me offer

an hypothesis that cuts across all content areas: It is highly possible that the students who do well in school are often not learning the right things. They may earn A's in the subject matter that we present, but are we presenting the right subject matter for today's world or to meet the needs of tomorrow's world?

Restructuring is important because its purpose is to optimally improve the quality of life of all persons who serve or are served within a school community--this includes parents, students, and educators.

With all of the ambiguity that restructuring brings, I believe deeply in some of the basic assumptions on which it is based.

- Restructuring is not a passing fad but will be a long-term effort to change the organization of schools and student instruction. Business and industry and changing demographics are the driving forces.

- Students from diverse backgrounds learn in diverse ways, and current instructional methods must change to meet their learning needs.

- Because of the rapid increase in knowledge bases, students and teachers will need to learn to effectively process information and become lifelong learners.

- Desired change in schools must have significant involvement from teachers and place primary emphasis on teaching and the instructional process.

- Granting schools greater autonomy and encouraging shared decision making between administrators and teachers will result in new school organization and instructional strategies that will improve student outcomes.

- School restructuring can occur within existing monetary resource allocations to schools.

- The restructuring environment for change allows for flexibility and risk taking.

- Principals and teachers will be required to develop accountability standards for their schools.

As alluded to earlier, solving or addressing the problems of the language minorities, racial minorities, and the children of the underclass through restructuring is no longer a matter of conscience or choice. It is a demographic imperative and should be a public policy priority.

INSTITUTIONAL COOPERATION: THE POINT REVISITED

On the point of restructuring, I believe that teacher training institutions

should take the lead. Within the San Diego City Schools, an almost self-supporting system exists with respect to staff development and in-service training in most areas. In those areas that pertain to addressing the special problems of the Pacific region, little consistent and planned help comes from outside agencies except for the State Department and the County Department of Education. Assistance from the four-year colleges and universities is splintered in that they do not offer a planned, comprehensive program designed to support the public schools. Colleges and universities need to adequately prepare teachers to meet today's needs and tomorrow's challenges.

It is my belief that four-year institutions continue to put too much emphasis on research and publishing for their faculty members. Certainly nothing is wrong with research and publishing; however, I believe that more in the way of practice should be directed toward the public schools. As stated earlier, four-year colleges are not receiving the quality of students that they once received. They must share in the blame for receiving such poorly prepared students because the teachers who prepare the students are themselves products of the colleges and universities. It is not enough just to turn out teachers. I believe colleges and universities should:

- Enter into collaboration with public schools--collaboration aimed at identifying the problems of student education for the Pacific region and determining proper courses of action needed to ameliorate the problems. Such collaboration should be strategic and should focus on the 21st century.

- Review teacher education programs so that preparation is aligned with the problems existing in the more urban areas. Present training programs are too generic in their delivery. It is my observation that student teachers acquire content perspective and superficial methods of instruction. It is not enough to react as if they were observers in a zoo. Student teachers must be taught how to interpret the dynamics of the urban environment and how to negotiate in that environment for the welfare of students.

  Teacher education programs must begin to seriously prepare teachers by making them actively cognizant of cultures and learning styles--those that can be applied in a generic sense and those that are specific to various racial/ethnic groups. Further, teachers must be made aware of their own teaching and learning styles and how they impact the learner.

- Consciously recruit and prepare more minority teachers. This might mean beginning identification and recruitment of students at the middle school level.

- Prepare teachers so that they can interpret the environment and instruct ecologically. Frequently, educators see the role of schooling for immigrants as a means to "Americanize" these students. The learning of English and of American values, along with academic instruction, have become the focus of many programs for immigrant LEP students. And, while it is impossible to deny

the importance of these emphases, we should also remember that there are other outcomes we may be ignoring. In fact, unless we are careful, we could be affecting or even eliminating important cultural values held by our students. For example, it is not uncommon for students who are learning English to be critical of their parents for their lack of English fluency. Such rejection can become generalized if students do not see any positive relations between the home and the school. Therefore, parents of LEP students must become allies of the school in its efforts to educate immigrant students. To do this, educators must learn to reach out to parents and to create in the students and the community a sense that the cultural values, the language, and the participation of immigrant parents are highly regarded by the school. Student outcomes related to these concerns will need to be "ecological" in that the student is viewed as part of a system in which both the school and home operate. Bilingual education has traditionally emphasized the role of primary language instruction and the development of a strong self-concept. Any school that will successfully address the needs of immigrant LEP students must also concern itself with their parents and community.

I make these suggestions because I believe that universities can do much more to prepare teachers than they are presently doing. In fact, I believe that in many areas, business and industry are doing much more in a concerted way to address the educational needs of students. In San Diego, we have established

more than 140 business/industry partnerships in as many schools. The resource support by these partnerships is astounding.

One of the milestones in partnerships occurred two years ago when the superintendent commissioned a group of educators, private business/industry persons, and others from the public sector to review the status of education in the city. The product of the group was a report called Which Way to the Future? The recommendations of the report challenged the community on all fronts to get involved in the education of our youth. Since that time, several important things have occurred in the private/public sector to actively support schools:

- The work of the district's dropout roundtable has intensified.
- An innovation and change committee has been established.
- A San Diego Compact is being formed. The compact will give support to students in the way of counseling and tutorial help, jobs, and scholarships. The compact will also support teachers through recognition programs and summer on-the-job intern programs.

In summary, I am going to make some comments on change. I am doing this because I believe it necessary to raise issues and thus anxiety levels in order to obtain forward movement. There are many reasons for resisting change; however, seven basic reasons seem to dominate:

1. Tradition--Although it is important to maintain tradition, too often we use rules and procedures to rationalize maintaining the status quo.

2. Philosophy and values--We cling to values even though good educational research shows us more effective ways to help children. We often prefer to let intuition and experience be our guide. We resist giving up what we think we know best.

3. Lack of knowledge--It is my observation that most educators do not keep up with developments in research and practice. Certainly without the opportunity to acquire new skills and understanding, we often feel threatened and insecure about attempting something new.

4. Loss of power--Most educational reform calls for cooperative decision making. This can cause various educators to worry about the loss of power. Defense of territory is a normal reaction, but it can destroy effective innovation.

5. Feeling of overload--Change means that we are asked to do many things beyond the task of teaching the way we normally do, which gives a feeling of overburden. Yet, we seem to be able to make time for what is important to us--even though some things may not be directly related to the education of children.

6. Narrow vision--With some there is the inability or reluctance to see the big picture and the inevitability of change. Usually we tend to consider bits and pieces only. Immediate needs can seem so important that we are unable to project future outcomes from what we know now and plan strategically based on our projections.

7. Fear of disagreement--We often look to compromise as a fair way of moderating opposing viewpoints. However, in doing so, good, innovative ideas may become watered down or lost in an effort to arrive at consensus. In our effort to make major change in our schools, we must be sure that too much compromise does not leave us with mediocre programs and only superficial change.

And, finally, a statement from Machiavelli: "Nothing is more difficult to plan, more unlikely to succeed, or more dangerous to manage than to take the lead in introducing a new order. Your enemies are all those who profit from the old ways, and your defenders are those who will be only lukewarm in their support until they are sure of your success."

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